BEFORE THE SUPERINTENDENT OF PUBLIC INSTRUCTION

STATE OF MONTANA

TRUSTEES, GLACIER COUNTY DISTRICT
NO. 9, BROWNING, MONTANA,

Appellant,

OSPI 119-86

-vs
MONTE FAUQUE,

Respondent.

AND ORDER

This is an appeal by the Board of Trustees, Glacier County School District #9, Browning, Montana (Appellant) from the Findings of Fact, Conclusions of Law and Order issued by the Glacier County Superintendent of Schools, Darryl Omsberg, dated September 15, 1986. The parties have submitted written briefs pursuant to a scheduling order.

Having reviewed the record on appeal as defined by Section 10.6.118 Administrative Rules of Montana and the pleadings submitted to this State Superintendent and having considered the arguments submitted herein, this State Superintendent now enters these:

FINDINGS OF FACT

1. Respondent, Monte Fauque, is a tenured teacher who has taught in Glacier County School District #9, Browning, Montana for 17 years.

- 3. On March 11, 1986, District Superintendent Tom Thompson wrote a letter to the Browning Board of Trustees pursuant to Section 20-4-204, MCA, recommending termination of Respondent.
- 4. The specific reasons for the termination recommendation by District Superintendent Thompson were included in the March 11, 1986 memorandum to the Board of Trustees provided to Respondent. The reasons were as follows:
 - 1. Mr. Fauque has continued to ignore administrative requests to maintain the shop/classroom as a safe, clean and attractive learning environment.
 - 2. Mr. Fauque has continued to ignore administrative requests for an up-to-date inventory of shop tools/equipment. Extreme loss of tools continues to be a problem.
 - 3. Mr. Fauque has continued to ignore administrative requests to comply with general faculty requirements including: being to work on time, constant supervision of students and writing student's passes when other classes/teachers would be affected by their (students) absences/tardinesses.
 - 4. Mr. Fauque has continued ignore administrative requests for lesson plans (objectives/activities) that match what, in fact, is actually presented in class. In addition, Mr. Fauque continues to ignore administrative requests to involve all students in class activities.
- 5. On March 12, 1986, Steve Barcus, Chairman of the Browning Board of Trustees, wrote a letter to Respondent pursuant to Section 20-4-204 MCA advising Respondent of the recommendation and the grounds for the proposed action and setting a time and date for a hearing before the Board of Trustees.

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- 6. On March 26, 1986 Appellant Board of Trustees held a hearing on the recommendation of Superintendent Thompson. Both Respondent and the Board of Trustees were represented by counsel. Following deliberations, presentation of evidence and discussion by the Board, the Board voted to terminate Respondent's contract.
- 7. On April 14, 1986 Respondent filed an appeal with the Glacier County Superintendent of Schools. A hearing on the matter was held on June 5, 1986 and continued on June 23, 1986. Appellant and Respondent were represented by counsel at both hearings. Proposed Findings of Fact and Conclusions of Law were filed by both parties. Findings of Fact, Conclusions of Law and an Order were issued by the County Superintendent on September 15, 1986.
- 8. The County Superintendent reversed the Board of Trustees' termination decision. He found that the decision not to offer Respondent a teaching contract and terminating his services was without sufficient or legal cause.
- 9. The County Superintendent ordered that Respondent was entitled to re-election and to a contract for the 1986-87 school year.
- 10. On October 10, 1986, Appellant Board of Trustees appealed this determination to this State Superintendent.
- 11. Respondent is currently employed by the school district pending the outcome of the appeal.
- 12. Appellant's contentions are numerous. They cite various provisions of the standard of review set forth in Section

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10.6.125 ARM. Appellant requests the State Superintendent to reverse the decision of the County Superintendent contending that substantial rights of Appellant have been prejudiced because findings of fact, conclusions of law and the order are:

- (a) in violation of statutory provisions;
- (b) in excess of the statutory authority of the county superintendent;
 - (c) affected by errors of law;
- (d) clearly erroneous in view of the reliable, probative, and substantial evidence on the whole record:
- (e) arbitrary, capricious or characterized by the abuse of discretion or clearly unwarranted exercise of discretion.
- 13. Appellant makes references to expanding the record to include unstated allegations predating a period of three years.
- 14. The County Superintendent entertained a motion in limine and granted the motion to limit the issues to the three-year period and not to allow any party to discuss the period prior to the three years. Such motion was not opposed by Appellant. Those documents submitted to the School Board dated prior to 1983 which have been made part of the record are not in evidence, and this State Superintendent excluded any review of the same.
 - 15. Events prior to September, 1983 are not considered.
- 16. A review of Joint Exhibit #1, submitted as evidence before the County Superintendent, indicates that numerous witnesses testified. The testimony was conflicting.

17. Appellant contends that the School District presented reliable, probative and substantial evidence that supports a just cause termination of Respondent. The first issue revolves around an allegation that Respondent ignored administrative requests to maintain the shop classroom as a safe, clean and attractive learning environment. Appellant's allegation was set forth in the March 11, 1986 memorandum sent to Respondent. The reason was stated as follows:

Mr. Fauque has continued to ignore administrative requests to maintain the shop/classroom as a safe, clean and attractive learning environment.

- 18. A review of the record as a whole and the transcript of the hearing before the County Superintendent reveals that the incidents alleged are not long standing and repeated but limited and few.
- 19. Appellant contends that the School District presented evidence that in 1983-84, Respondent received several memorandums concerning the cleanliness and safety of the shop area. Appellant further claims that the administration had experienced cleanliness problems with Respondent throughout this time period. It also indicates that Respondent had been made aware of the school district's concerns, had been given ample opportunity to correct them and failed to do so.
- 20. High school principal Clark testified that as a result of an Office of Public Instruction presentation dated September 25, 1985, finding that the auto shop needed organization and

cleaning, students were put to work to clean and paint the shop area. While these improvements temporarily improved the condition of the shop, he stated that he later found the area in a unclean condition on numerous occasions.

21. The County Superintendent held on this issue:

I find the evidence in this case shows problems in the cleanliness of the area for which Petitioner was responsible for. I also find evidence that steps were taken to correct the condition by Petitioner, and by Petitioner's testimony, that these steps were effective. (Petitioner and Respondent Joint Exhibit #1, letter of November 14, 1985, Transcript of June 23, 1986 hearing, p. 4.)

- 22. Appellant contends that the County Superintendent was correct in findings that the evidence showed problems in the cleanliness of the area. Appellant alleged that the County Superintendent was in error in finding that steps were taken to correct the conditions by Respondent. Appellant contends that the County Superintendent had virtually ignored the reliable, probative and substantial evidence of the School District that showed that there had been a continuing problem of cleanliness in Respondent's area and that the problem had not been solved.
- 23. Examination of the record indicates otherwise. On page 3, transcript, questioning by Mr. Duffy of Respondent:

Question: With respect to the first item on there, Mr. Fauque, you had received, had you not, repeated requests with respect to the cleanliness situation in the auto shop?

Answer: Yes

Question: Indeed, we talked at the earlier hearing about a letter of reprimand, dated November 1, 1985, as well as an evaluation dated February 26, 1986. Had you received a request from the administration with respect to maintaining the shop area in a clean condition?

Answer: Before that time?

Question: Anytime during the 1985-86 school year?

Answer: No

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Question: Tell us what the situation was as far as maintenance and cleanliness in that environment. You had two shop areas to deal with?

Answer: Yes

Question: Auto shop and welding shop?

Answer: Yes.

Question: How did you handle the clean up in the auto shop?

Answer: At the end of each class period the students cleaned the area where they had been working and put their tools away, swept up the floor, wiped up the grease and that was it. In the welding area it was pretty hard to keep it clean up there because we had a door that opened part of the year and we had some garbage cans, about five, six, garbage cans stored back there. Every time that there was any breeze coming through, it went all over the shop, sawdust, paper and this type of thing.

Question: Are those garbage cans the same ones you earlier testified about that are stored there by the custodial service in the main building?

Answer: Yes.

Question: And that garbage is accumulated from around the building?

Answer: In that area, yes.

Question: Part other than the area that you are responsible for?

Answer: Yes, that's right.

24. The so-called "letter of reprimand" of September 21, 1985 (which is further addressed below) was fully responded to in a rebuttal sent by Respondent on November 11, 1985.

- 25. There was conflicting testimony and documentary evidence before the County Superintendent on the issue of cleanliness. The County Superintendent is better able to judge the weight of the evidence received. His findings are not to be casually disturbed. Every finding of fact by the County Superintendent was delineated as to the specific issue under examination.
- 26. The evidence submitted by Appellant on maintenance and cleanliness in the classroom underwent substantial cross-examination, and counter evidence was submitted. Joint Exhibit #1, shows that Respondent gave rebuttal to several of the written memorandums sent to him by the administration. Requests were made by Respondent for janitorial assistance: none was provided.
- 27. No witness disputed that the auto shop is, inherently, an area which gets dirty. Oil spills, etc. are cleaned up by using absorptive materials. Jobs that are unfinished at the end of the class period are finished at another, and it is not conducive to efficient time management of either teacher or student to reassemble parts at the end of each period.
- 28. The County Superintendent found evidence that steps had been taken to correct these problems and that Respondent's steps were effective.
- 29. Respondent's testimony, in general, explained causes of filth and dirt in the shop area. Respondent went into detail about the problem. He testified that the staff janitors used one shop area as a dump site for refuse collected in another part of

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school. He testified that class scheduling frequently precluded full clean-up at the end of the period. He testified that a considerable amount of class instruction time in the fall of 1985 was spent by students painting the shop spaces.

The County Superintendent further held:

There was also limited custodial assistance provided by the administration in the student work area and in the restroom areas (Transcript of June 23, 1986, pages 109-110).

- 30. The County Superintendent held that the cleanliness of the areas supervised by Respondent had been a problem in isolated incidences and that this has improved.
- 31. A review of the transcript of the hearing and evidence including Joint Exhibit #1 indicates that such findings is not clearly erroneous in view of the reliable, probative and substantial evidence on the whole record.
- 32. Although conflicting testimony is contained in the record, the County Superintendent weighed the evidence and made findings. This State Superintendent finds reliable, probative and substantial evidence in the whole record to affirm the Finding of Fact of the County Superintendent as to the cleanliness and maintenance issue.
- 33. Appellant contends that the County Superintendent erred in holding that there was insufficient evidence to support the allegation that Respondent continued to ignore requests for upto-date inventory of shop tools/equipment. Appellant argues that

the school district introduced evidence as early as 1983 that Respondent received criticism regarding his handling of the tools, that his "lack of control over the tools and equipment continued into the 1985-86 school year period."

- 34. Evidence in the record demonstrates that Respondent responded to every request for an inventory or for modification of the inventory method he was using. Testimony indicated that a card catalog system of tool inventories was taken in the fall and again in the spring.
- 35. The County Superintendent found that evidence showed (1) compliance with suggestions made by Appellant to Respondent and, (2) a diminishment -- not an increase -- in new tool orders. Respondent responded to the requisition orders placed in evidence. The bulk of those purchases were either consumable items or items susceptible to breakage through normal use.
- 36. There was conflicting testimony in the record regarding the reasons for a lack of accounting for tools. Testimony was submitted regarding maintenance security and building integrity. There had been a requisition for replacement of locks; the shop had been broken into. This is out of Respondent's control. Such break-ins and thefts occurred not during the school day but after school hours.

31. The County Superintendent held:

Testimny was heard from Lee D. Clark, Principal of Browning High School. On questioning by Mr. Duffy, the witness stated, "fewer tools were ordered in 1986 than in the previous years 1983 through 1985. Mr.

Clark further stated that the problem was not with inventory, but Mr. Fauque's management of the inventory and that he had to place his trust in the classroom teacher who had prepared the inventory. (Transcript of June 23, pages 138, 139).

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I find that there is no evidence to prove that tool shortages were an "extreme loss" problem as stated in the allegations on this issue. The Respondent has failed to prove a dollar loss and accurate inventory of tools missing because nobody checked the inventory after inventory cards were submitted by Petitioner. Also, there was no evidence that purchase orders were checked against the inventory.

There was evidence presented that several parties had access to the tool room and any one of those parties could have taken or removed tools. Parties were allowed access to the tool room for needed items and if this contributed to shortages it was an administrative problem and not the individual teacher who should be responsible to the point of termination.

- 38. Appellant concedes that the inventory issue alone would not support termination. The County Superintendent relied upon the evidence admitted, gave it appropriate weight, and found it lacking to support a termination action. The County Superintendent's finding on the inventory issue is not clearly erroneous in view of the reliable, probative and substantial evidence in the record.
- 39. Appellant contends that the County Superintendent erred in finding insufficient evidence to support the administration's allegation that administrative requests that Respondent comply with general faculty requirement were not followed.

The School District's allegations stated:

Mr. Fauque has continued to ignore administrative requests to comply with general faculty requirements

including: being to work on time, constant supervision of students, and writing student's passes when other classes/teachers would be affected by their (students) absences/tardinesses.

- 40. Appellant contends that in March, 1984, school administrator Johnson commented that when he went into Respondent's class, students were unsupervised. He testified that this condition was dangerous and was unacceptable in auto mechanics and welding. There are combustible and explosive gases and liquids, in addition to heavy, complex equipment. The safety of the students dictate that they should always be supervised in such area, to say nothing of the liability exposure on the part of the School District.
- 41. Appellants contend that this lack of compliance and diligence on Respondent's part continued into the 1985-86 school year. In September 1985, Respondent received a memorandum from Mr. Slyker which stated, "when he went into Mr. Fauque during fifth period, Mr. Fauque was no where to be found." When Mr. Slyker entered the class, five of the students were welding, two students were using the saw to cut metal, one student was trying to break a weld by hitting a piece of metal with a hammer on the cement floor, and one student was sitting in a chair doing nothing.
 - 42. The County Superintendent held:

I find the allegations of being late and absent are isolated instances and not sufficient cause for termination.

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- The County Superintendent was presented with four specific instances of lateness, absence from the classroom or not reporting to work on time: January 16, 1986, January 28, 1986, September 13, 1985 and March 12, 1984. Testimny was presented to rebut these allegations. The County Superintendent found the explanation given for each to be satisfactory. He further found that the School District failed to rebut the explanation given by For three of the four incidents of lateness or Respondent. absenteeism, Respondent presented written explanation to the administration at the time of the alleged incident. A review of the record reveals the finding is not clearly erroneous in view of the reliable, probative and substantial evidence in the record. There is reliable, probative and substantial evidence in the record to support the finding of the County Superintendent in the issue of lateness and absenteeism.
- 45. Appellant contends that the County Superintendent's finding was clearly erroneous in view of the substantial, reliable and probative evidence regarding the district's allegation that Respondent continued to ignore administrative requests for lesson plans and to involve all students in class activities.

46. The allegation of this issue by the school district states:

Mr. Fauque has continued to ignore administrative requests for lesson plans (objectives/activities) that match what, in fact, is actually presented in class. In addition, Mr. Fauque continues to ignore administrative requests to involve all students in class activities.

47. The County Superintendent held:

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The issue of lesson plans not being properly prepared by Petitioner was a subject of much testimony and confusion on the part of the Browning administration. At one point the faculty guidelines required a specific type lesson plan, when this did not appear to be working, the guidelines were changed (Transcript of June 23, pages 112, 113.) Further, testimony was also presented that individualized class lesson plans are difficult to do in the area being taught by Petitioner.

I find that Petitioner was deficient in the manner of preparing his lesson plans but not rising to the level requiring termination. There was no harm shown to the students by the lesson plans methods employed by Petitioner and the Respondent did not follow through in the appropriate manner to correct any problems that may have existed.

No specific guidelines were given Petitioner of what the Respondent wished from Petitioner in his lesson plans because they appear to be unsure of what they wanted. Lesson plans were only started in the 1985-86 school year. (Transcript of June 23, page 112.)

Petition stated in his testimony that he taught with the individualistic approach. No grading books were submitted by either party as to whether the students were learning from this method. If the objectives used by Petitioner were inadequate enough to require termination, documentation would be required to support this action.

48. This finding is not clearly erroneous in view of the reliable, probative and substantial evidence on the whole record.

Further, the County Superintendent did not commit error or abuse his discretion in making that finding. There was conflicting testimony on these issues and confusion as to clear lesson plan requirements; there were sporadic and infrequent observations of a teacher's methodology.

49. Appellant contends that the County Superintendent's finding that the District Superintendent failed to participate in the evaluation process was based upon an error of law and that the Superintendent of Browning School District is not required to be involved in the evaluation process. Appellant alleges an error of law was committed by the County Superintendent in referring to the master contract governing the Browning school teachers.

50. The County Superintendent found:

5. The Respondent elected not to renew the contract of a 17 year tenured teacher and the evident (sic) presented indicated the Superintendent of Schools was not involved in this process in any meaningful manner. The only contact shown by the evidence in which the Superintendent was aware of any problem with Petitioner was in his letter of March 11, 1986, to the Board recommending nonrenewal of petitioner's contract (petitioner and Respondent Joint Exhibit #1). If a serious problem existed prior to this time it is the duty of the Superintendent to be closely involved in monitoring, counseling and taking steps to correct the problem as per the Master Contract adopted by the Browning School District.

The Petitioner's contract was renewed each year and there is no evidence a grievance procedure was used to involve the Superintendent. The Master Contract under which the teachers are employed states if there are teacher problems the Principal. if he deems it advisable, may involve the Superintendent (emphasis added, Petitioner and Respondent Exhibit #2, page 12).

It appears that the scope of the problem never rose to the point the Principal felt the problem with Petitioner was such that the Superintendent needed to be involved until a decision was made to terminate the Petitioner.

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The provisions contained in the Master Contract were not followed by the Building Administrator to involve the Superintendent in the evaluation process as mandated by MCA Section 20-4-204. Over the course of the three years reviewed in the hearing, there is not sufficient evidence of termination being warranted when compared with the teaching performance of Petitioner.

The problem the administration experienced with Petitioner are documented, but on isolated dates and times which do not establish a pattern of disregard by Petitioner. Surprisingly, the Letter given Petitioner on November 1, 1985, by the school principal was not made part of the evaluation process and was even titled "Letter of Reprimand."

Steps taken to reprimend Petitioner excluded the Superintendent completely until the final stages and I find it a gross deficiency that no formal evaluation process was undertaken by the Superintendent prior to the termination recommendation. Ample opportunities to set rules and guidelines were provided but the Superintendent never had a meeting with petitioner throughout the discipline process. The Superintendent's recommendation of termination to the School Board was based only upon the recommendation from the School Principal without any evidence of investigation or consultation with Petitioner.

- 51. Appellant contends that the County Superintendent's attempt to justify his decision based on this interpretation of the collective bargaining agreement is an error of law. Appellant contends that the opinion is so affected by this error that the determination of the County Superintendent must be reversed.
- 52. The County Superintendent noted that the decision to involve the district superintendent is discretionary for the

building principal. Since the superintendent was not consulted, the County Superintendent goes on, the conclusion can be made that Mr. Clark did not feel the "allegations" ever "rose" to the point that the principal felt the Superintendent needed to be involved until a decision was made to terminate the Petitioner." The County Superintendent determined that the allegations were not serious.

- 53. The County Superintendent did not rely on the master contract as controlling his decision or that he based it on the master agreement. The County Superintendent noted the master agreement process as an indication of a failure of the school administration to take the termination action seriously. There is no showing that Appellant's rights have been substantially prejudiced.
- 54. Appellant contends that the County Superintendent ignored the cumulative effect of the issues presented by the school district. Appellant alleges the County Superintendent cannot ignore the cumulative effect of these reasons by addressing each reason separately and stating that the ground, by itself, does not justify termination.
- 55. The County Superintendent is in the best position to weight the evidence. In his review there was conflicting testimony and documentary evidence before him. Every finding was delineated as to the specific issue under examination. There is nothing in the record to suggest that the County Superintendent failed to review the whole raft of charges .pa against Respondent in arriving at his decision and not finding sufficient and legal cause for termination.

56. Those assertions regarding Findings of Fact proposed by Appellant which are not incorporated herein have been considered and dismissed.

From the Foregoing Findings of Fact this State
Superintendent now draws these:

CONCLUSIONS OF LAW

- 1. That the State Superintendent has jurisdiction over this matter pursuant to Section 20-3-210, 20-4-204, Montana Codes Annotated and Section 10.6.101 et seq. Administrative Rules of Montana.
- 2. That Respondent was a tenured teacher under Section 20-4-203, MCA. That Appellant must follow the provisions of this section to legally terminate by stating clearly and explicitly the specific reasons for termination.
- 3. That the County Superintendent's Findings #1, 2, 3, including shop conditions; inventory; faculty requirement; lesson plans and student activities; and #5 are supported by reliable, probative and substantial evidence on the whole record. They are not clearly erroneous in view of the reliable, probative and substantial evidence on the whole record.
- 4. That the Conclusions of Law rendered by the County Superintendent are not in excess of his statutory authority nor in violation of constitutional or statutory provisions nor affected by any other error of law.
- 5. That the Findings of Fact, Conclusions of Law and Order of the County Superintendent are not arbitrary or capricious or

characterized by an abuse of discretion or clearly unwarranted exercise of discretion.

- 6. That there is reliable, probative and substantial evidence on the record to support a conclusion that just cause was not proven.
- 7. That Appellant has failed to prove good or just cause for nonrenewal of the tenured teacher's contract.
- 8. That the decision rests upon the evidentiary matters introduced and the county superintendent's statutory duty to weigh that evidence and come to a conclusion about it. See Yanzick v. School District No. 23, (1983), 196 Mont. 375, 641 P.2d 431 and Stansberry v. Argenbright et al., 44 St. Rptr. 935 (1987).
- 9. That there is sufficient evidence in the record as a whole that leads to the conclusion that Respondent's recollection of the events and testimony about them was more credible. The county superintendent was not in excess of his statutory authority in considering any alleged violation of the collective bargaining agreement since it was not the sole or a substantial basis of his decision in determining whether the school district had proven "just or good cause" for the nonrenewal of the tenured teacher.
- 10. That the County Superintendent did not commit an error of law where substantial rights of Appellant have been prejudiced when the County Superintendent referred to provisions contained in the Master Contract not being followed by the building administrator to involve the superintendent in the evaluation

process. That such reference in the County Superintendent's decision at the most is harmless error which does not alter the remainder of his Findings, Conclusions and Order.

- 11. That the County Superintendent's decision was not arbitrary or capricious or an abuse of discretion in requiring that a school district superintendent make an independent investigation into the administrative evaluation of a teacher recommended for termination or nonrenewal.
- 12. That the County Superintendent considered individual incidences and considered the cumulative effect of all of the allegations and evidence introduced in support of those allegations to find legal and just cause not proven.

From the foregoing Findings of Fact and Conclusions of Law this State Superintendent now renders this:

ORDER

- 1. That the County Superintendent's decision is affirmed.
- 2. That the School Board of Trustees of Glacier County School District #9, Browning, Montana is reversed and the teacher is entitled to renewal of his contract for the 1986-87 school year.

DATED this 23 day of December, 1987.

ED ARGENBRIGHT

State Šuperintendent

CERTIFICATE OF SERVICE

This is to certify that on the <u>23</u>rd day of December, 1987, a true and exact copy of the foregoing Findings of Fact, Conclusions of Law and Order was mailed, postage prepaid to:

Charles Erdmann
P. O. Box 5418
Helena, Montana 59604

Joe Duffy
P. O. Box 186
Great Falls, Montana 59407

Diane Kielblock

Office of Public Instruction

From: Gale Kramlick

To: opistaff

Date: Thursday, April 25, 1996 12:12 pm

Subject: GroupWise Update

It looks like our "overlay error" is back again. The fix seemed to prevent it from happening as often as before, but it is still happening. We are now opening a problem up with IBM to try and get the problem resolved. I will keep you posted as we find out more information.

In the meantime, if you get the error and are an OS/2 user, hot key out with CTRL ESC and click on GroupWise with your RIGHT mouse button and choose CLOSE. If you are a DOS user, you will probably have to reboot. Thanks for your patience.